

## Section 2

### University governance

#### 1. Introduction

This section discusses the governance of the universities in relation to the state, the framework laid down by the Danish government for the work of the universities and the degree of freedom and self-government of the universities. The section concentrates in particular on the statutory governance relationship between state and universities and the political principles behind the 2003 University Act.

The section is divided into six parts as follows:

- The first part describes the core elements of the University Act of 1993 in view of the new University Act of 1 July 2003. The aim of the new University Act is to further increase the universities' autonomy and self-government. The most significant changes presented by this act is the introduction of a board with an external majority as the superior authority of a university, employed instead of elected leaders (i.e. rector, deans of faculty and heads of department), and an explicit demand for interaction with society.
- The second part describes the university development contracts (concluded 2000-2003) and supplemented by contracts covering the period 2001-2004. A second generation of university development contracts shall specify qualitative as well as quantitative targets for the core activities of the universities.
- The third part describes the legislation and principles of administration of grants: the taximeter principle for educational grants, freely administered basic grants for research, and grants for other purposes.
- The fourth part addresses the conditions for the scientific university staff and their employment.
- The fifth part describes the general structure of the ordinary educations; bachelor, master (candidatus) and PhD programmes as well as the continuing educations for adults.
- The sixth part discusses the admission to and enrolment in university educations.

#### 2. University legislation

The framework for the university activities is made up of the new University Act adopted in July 2003, the Appropriation Act and a number of other general acts. The former University Act was adopted in late 1992 and supplemented in 1998 and in 1999. In October 2002 the Liberal-Conservative Government, the Social Democratic Party and the Christian People's Party agreed on a settlement for a new university act which has changed the legislative framework of the universities' work and the economic conditions for the universities for the period 2003-2005. This section compares the former University Act with the new University Act.

##### 2.1. Objectives of the universities

*1993 Act:* The universities are to conduct research and provide tertiary educations of the highest academic standard and disseminate information about scientific methods and research results.

*2003 Act:* The new Act extends and details the universities' obligation to disseminate information, this is known as *the third pillar*. In addition to improving the knowledge of scientific methods and research results, in their interaction with society the universities are also:

- to exchange knowledge and competencies with society, including the business sector,
- to engage in the public debate,
- to ensure research relations with other institutions of tertiary education.

The new Act emphasises that the universities shall give high priority to a strategic selection of research and educational activities, and include research-based continuing education for adults as an essential part of the universities' educational portfolio.

### **2.1.1. Research and education**

The 1993 Act and the 2003 Act are both based on independent and original research and research-based education to the highest academic level and puts the universities' under the obligation of safeguarding the doctrine of freedom of research. In addition, the 2003 Act requires the universities to allow for ethical codes of practice to govern ethical issues and to exhibit general awareness towards the ethical questions of research.

The 2003 Act also requires that there must be a balanced relationship and degree of mutual interaction between research and education. The reason is that several of the evaluations conducted by the Danish Evaluation Institute have made an issue of the research-relationship of the educations, cf. section 6.

### **2.1.2. Interaction with society, including the business sector**

*2003 Act:* The new Act underlines the role of the universities as central promoters of knowledge and culture, and emphasises the significance of the university-based research and production of know-how relative to the growth, welfare and development of society in collaboration with public as well as private institutions. This has gained further impetus in a situation where our society is on the threshold of a knowledge society.

The interaction with society is a question of developing knowledge and competencies that are needed by different sectors of society and the labour market.

Hence this cooperation also includes exchange of knowledge and competencies with governmental research institutions, with centres of tertiary education<sup>1</sup> and other institutions of tertiary education without research.

Equally important is that the universities are to encourage their employees to join the public debate in free, objective and critical discussions to ensure a sound democracy.

## **2.2. Organisation and management**

In 1992 the debate on the University Act revolved among other things around stronger management of the universities and the question of employed rather than elected leaders. This debate gave rise to the management principles provided for in the act on the Danish University of Education from 2000<sup>2</sup> and the act on the Technical University of Denmark from 2001 according to which the rector is an employee appointed by the board. In addition, in 2001 a research commission<sup>3</sup>, set up by the previous social democratic government and most parties in the Folketing, recommended that the management of the universities should consist of employed leaders.

The parallel aspect of the debates in 1992 and 2002 is the importance attached to:

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<sup>1</sup> In Danish: Centre for Voksen Uddannelse (CVU)

<sup>2</sup> The Danish University of Education was the result of a merger of three institutions offering educational training, Danmarks Lærerhøjskole, Danmarks Pædagoghøjskole and Danmarks Pædagogiske Institut. The intention was to narrow down the objective of the institution to comprise only research and research-based educations while at the same time expanding the educational disciplines and set up new research specialities and specialised degrees.

<sup>3</sup> The Research Commission was asked to assess the four present acts constituting the structural legislative framework (the University Act, the act on governmental research, the act on research advice and the act on the Danish National Research Foundation) to assess the need for renewal and interaction within the Danish research community.

- stronger management, simpler and clear management structure and clear definition of competencies and powers;
- increased self-government instead of detailed control; and
- incorporation of external representatives in the governing bodies to strengthen dynamic interaction with society, (the external members are to be appointed by the university).

The 2003 Act continues central ideas of the 1993 Act and introduces some important changes such as the principles on:

- employed rather than elected leaders,
- abolition of collegial bodies at university, faculty and department levels, and
- introduction of a board with a majority of external members as the superior authority of the university.

The following table outlines the organisation and management of the universities from the top down, i.e. first at institutional level, then faculty level and finally at departmental level.

Table 2.1 university management according to the old and new university Act

<b>1993 Act</b>	<b>2003 Act</b>
<b>Senate:</b> undertakes the interests of the institution in its capacity as an educational and research institution. The Senate is chaired by an elected rector and is composed of the elected heads of faculty, two representatives of the scientific and two of the technical and administrative staff and three of the students plus two external members. Rector handles the day-to-day management of the university.	<b>Board:</b> undertakes the interests of the institution in its capacity as an educational and research institution. The board is composed of external members (a majority) and members representing the scientific and the technical and administrative staff, at least two students as well as the contracted PhD students. The board appoints a rector who is employed by the university to handle the day-to-day management of the university. The chairman is elected among the external members, who are appointed by the university, selected on the merit of their personal qualifications.
<b>Faculty council:</b> sees to the academic interests of the faculty. The council is chaired by an elected dean and is composed of representatives of the scientific, technical and administrative staff and the students plus two external members. The dean handles the day-to-day management of the main area.	<b>Academic councils:</b> see to the academic interests of the faculty. The board sets up the councils with deans as <i>ex officio</i> chairmen. The council is composed of representatives of the scientific staff and the students. Rector appoints the deans who are employed by the university.
<b>Department:</b> this is where the actual research and research-related activities are conducted. The department is run by a head of department elected among the professors and full-time employed lecturers by the scientific, technical and administrative staff and students	<b>Department:</b> this is where the actual research and research-related activities are conducted. An employed head of department appointed by the dean runs the department. The head of department shall set up an organisation to lift the tasks related to the main area in consultancy with the students, the scientific staff and the technical and administrative staff.
<b>Study boards:</b> study boards are set up to cover one or more educations. These boards handle issues related to the education(s). A study board comprises an equal number of students and teachers elected by the students enrolled in the education and the scientific staff, respectively. The chairman, who is also study director, is elected among the scientific staff on the board and the deputy chairman among the students. The dean approves them both.	<b>Study boards:</b> study boards are set up to cover one or more educations. These boards handle issues related to the education(s). A study board comprises an equal number of students and teachers elected by the students enrolled in the education and the scientific staff, respectively. The chairman is elected among the scientific staff on the board and the deputy chairman among the students. The study board recommends a study director to the dean.



### **2.2.1. Institutional level (university)**

*1993 Act:* The 1993 Act reduced the number of university bodies and the number of members of the remaining bodies. The superior authorities have a maximum of 15 members, including all heads of faculty and two external members (see table 2.1). The senate is “the supreme collegiate body of the institution that safeguards the interests of the institution with respect to teaching and research, and establishes the guidelines for its long-term activities and development.” The senate approves:

- the organisation of the university, for instance organised into faculties and departments,
- the university budget, and
- proposal for a charter laying down the details of the management of the university, the work of the collegial bodies, electoral rules etc.

A rector, who is elected among the professors and full-time employed lecturers by the scientific and the technical-administrative staff and the students, heads each institution.

*2003 Act:* According to the 2003 Act, the board is the superior authority of the self-governing university. The new boards (see table 2.1) shall attend to the university’s interests as an educational and research institution, and lay down the guidelines for its organisation, activities and development from a long-term perspective. The Act emphasises the board’s importance vis-à-vis strategic management and priorities.

Generally, the board answers to the minister in matters relating to the work of the self-governing university, including the administration of the state subsidies. In more specific terms the board’s responsibilities comprise:

- administration of the funds of the self-governing university and approval of budget and accounts,
- development of the university charter,
- appointment and dismissal of rector, and
- conclusion of a university development contract with the minister.

The board employs rector, who must be an acknowledged researcher and with experience in management and organisation of research environments. Rector undertakes the day-to-day management of the university within the framework set out by the board.

Rector:

- appoints and dismisses deans, who in turns appoint heads of department,
- recommends the budget and accounts to the board,
- is authorised to sign on behalf of the self-governing university in all matters except for matters that concern real estate,
- approves all external relations that bind the university.

In addition, rector is chairman of the academic council if there is only one at the institutional level and not at faculty level, cf. below.

### **2.2.2. Faculty level**

*1993 Act:* The former act required that there was an elected faculty council (see table 2.1) for each main area if the institution was divided into several main areas (faculties). The faculty council should see to the academic interests of the main area. It approved the academic strategies and the budget of the faculty. The faculty council should also:

- approve curricula,
- set up specialist academic committees to assess scientific works,
- award the PhD degree and the higher doctorate degree, and
- recommend to rector the composition of specialist academic committees to assess applicants for scientific positions.

At universities with several main areas, the day-to-day management is handled by a dean of faculty, *elected* among the professors and full-time employed lecturers under the main area. Rector can delegate for instance budget responsibility to the dean, who is to manage the main area, ensure the overall correlation between research and education, the quality of education and teaching, as well as the cross-disciplinary development of the quality of the education and research in the main area.

Contrary to previously, the 2003 Act provides that rector appoints the deans of faculty. The dean of faculty is also to do the following:

- set up an organisation to lift the tasks related to the main area in consultancy with the students, the scientific staff and the technical and administrative staff.
- appoint and dismiss of the head of department.
- set up the necessary number of study boards to safeguard student influence on the education and teaching, and approve the chairmen and deputy chairmen of the study boards.

*2003 Act:* Pursuant to the Act, academic councils will take over issues of an academic nature from the present faculty councils if the university is divided into faculties. The academic council is to make recommendations to rector on the internal allocation of funds and on central strategic research areas and plans for knowledge exchange. The academic council is headed by rector or deans of faculty as *ex officio* chairmen – for universities with several faculties – and comprises representatives from the scientific staff and the students, who are elected by the respective groupings.

### **2.2.3. Departmental level**

*1993 Act:* Normally, the actual research and research-related activities are carried out by departments, headed by a head of department, who is elected among the professors and full-time employed lecturers by the department's staff. A departmental board is responsible for the general framework for the department's work. The board is composed of not less than two representatives from the scientific staff, one from the technical and administrative staff, and the head of the department, who is *ex officio* chairman. For departments with more than 30 employees, the board counts six members in addition to the head of department. As authorised by rector, the head of department sees to the day-to-day management of the department within the framework laid down by the board, and plans and allocates tasks among the department's staff.

*2003 Act:* The Act calls for the dean of the faculty concerned to appoint the head of department, or for universities with only one faculty, rector. The Head of Department shall be an acknowledged researcher experienced in teaching. As is the case now, the head of department is to see to the day-to-day management of the department as authorised by rector.

As mentioned above the dean has the overall responsibility for research and quality assurance, whereas heads of departments are to:

- undertake the day-to-day management of the department; planning and allocation of tasks
- ensure the quality and correlation between the research and teaching of the department
- follow-up on evaluations of the education and teaching in consultancy with the Study Board and the study programme director
- follow the research quality and publication activity of individual scientists

The head of department is to set up an organisation, which may include a board, to lift the tasks related to the main area in consultancy with the students and the staff. The head of department can allocate specific jobs to employees (eg. management of doctoral schools, research programmes and projects etc.).

#### *Study board*

*1993 Act:* A study board (see table 2.1) is set up for one or more educations to handle educational issues:

- approval of educational teaching plan,
- requests for teaching, organisation of exams,
- development of proposals for curricula.

The chairman of the study board is also study director and undertakes the practical arrangements of the education concerned and administers the allocated teaching resources.

*2003 Act:* Study boards are set up to safeguard student influence on education and teaching. The study boards are to organise, implement and develop education and teaching including:

- safeguard and develop the quality of the education and teaching and undertake follow-up on educational and teaching evaluations,
- develop proposals for curricula and changes to them, and approve teaching plans
- approve teaching and exam arrangements,
- treat applications for merit and exemptions,
- produce proposals for the design of courses and the general rules governing examination, marking and teaching,
- make statements on matters of importance to the teaching within the area of study board concerned,
- grant exemptions from the design of courses and the curricula.

Pursuant to the Act, the study board is to comprise an equal number of scientific staff and students elected by the department's scientific staff and students, respectively. The study board elects a chairman among the scientific staff and a deputy chairman among the student members on the board; the dean approves both. The study board also recommends a study director, which need not be the chairman of the study board to the dean.

### **2.3. Institutional aspects**

So far the universities have been state-owned. However, the act on the Danish University of Education, which took effect on 1 July 2000, and the act on the Technical University of Denmark, which took effect on 1 January 2001, set up the first two self-governing universities in Denmark, where the buildings were transferred to the universities. As a result of this transfer they have been able to extract capital from the value of the buildings. The intention has been to increase the universities' freedom of administration and their responsibility vis-à-vis their academic and economic choices and priorities by introducing a board. The board has a majority of external members.

Pursuant to the new Act all universities become self-governing. Firstly, the governmental building administration scheme applies to them, i.e. they enter leaseholds with and pay rent to the governmental building administrative body, *Statens Forsknings- og Uddannelsesbygninger*, or a private lessor. Secondly, the Act provides that the minister upon consultation with the Minister of Finance and the responsible parliamentary committee is authorised to transfer the buildings to the universities, if the university managements want it and request the minister to do so.

## **3. University development contracts**

A so-called *second-generation university development contracts* between the ministry and the universities are to be developed. These development contracts are not legally binding documents, but a form of less binding development agreements, which in Denmark are typically concluded between governmental departments and state authorities or ministries and public enterprises.

A university development contract is similar to a letter of intent issued by the individual university stating the strategic areas that the university intends to focus on for a given period of time as well as which instruments the university intends to apply to reach the set targets, but without an automatic relationship between reaching the set targets and the grants awarded. The existing appropriations system based on the taximeter principle for the educational sector and research, remains unchanged.

### **3.1. First generation university development contracts**

Since 1999 the university development contracts have served as a tool to describe the core tasks of the university as defined by the individual university in consultation with the ministry. The first contracts covered the period 2000-2003 with supplements in 2000 for the period 2001-2004. The supplementary contracts focuses on 10 areas within education and research, such as academic identity and innovation, merit, internationalisation, IT-based learning, pedagogical teaching qualifications and quality assurance. The 10 focus areas are supported by a grant provided for in the annual Appropriation Act for the period concerned.

### **3.1.1. Political basis for first generation university development contracts**

Politically, the university development contracts are based on the report on university and research policies presented by the Ministry of Information Technology and Research in November 1998. At the time, the keywords for the university development contracts were:

- *Innovation*: the universities are to renew and develop their efforts related to research, education and dissemination of information so that the public investments in research and education will equally benefit all sides of society and contribute to the continued progress of the welfare.
- *Quality assurance*: The universities are to ensure high international standards for their research and their research-based teaching.
- *Self-governance*: The principles of fundamental freedom of research and methods enjoyed by the universities are to be maintained. Structurally, the universities must be given better opportunities to adjust their activities according to their own needs and wishes.

To develop the best possible framework and to achieve the best possible outcome of research, teaching and other activities, the contracts were to focus on: structural development, internal and external quality assurance mechanisms, systematic internal reporting systems, and publication of results and key figures.

### **3.2. Launch of second generation university development contracts**

The *second-generation university development contracts* are to be introduced during 2004. They are to be seen as an instrument for the universities to assess their targets to strengthen their contact with society, cooperation with national and international universities, research institutions and businesses, and to continue their quality assurance initiatives and develop the quality of their research-based educations and of their research.

The contracts will serve as the board's tool to monitor a combination of overall qualitative targets and focus areas as well as simple quantitative targets and focus areas. They will render visible the vision, focus areas and core tasks of each university including: research, research-based education, continuing education, research-related associations with other institutions of tertiary education outside the university sector, dissemination and exchange of knowledge with the remaining educational system and society.

Furthermore the contracts are going to comprise quantitative and measurable indicators of the universities' work and results that the management can use as a management and control tool. They may comprise success criteria such as:

- international student mobility,
- proportions of completed studies and student drop-outs, including the number of degrees awarded for bachelor, master (candidatus), PhD and master (continuing education degree),
- extent, quality, dissemination and publication of research, and
- commercialisation and patenting of research results.

Each university is to develop their own models for benchmarking in relation to other relevant international universities as part of their constant development efforts.



The university boards and rectors will be responsible for fulfilling the targets of the contracts, which will be mutually binding agreements between the boards and the Minister for Science, Technology and Innovation.

#### **4. Financial management**

The universities' most important source of funding is the subsidies provided for in the annual Appropriation Acts and the additional appropriation acts by the end of the year, amounting to about DKK 12bn in 2001.

The principles set out by the *Folketing* and the ministry in the University Act of 1993 for the appropriation of funds for research and university education have led to the universities being characterised by two tendencies in recent years : 1) considerable economic decentralisation, and 2) increased application of activity steering incentives.

The 1993 Act provided the universities' receiving lump sum grants that they are free to administer, on condition that they abide by the terms of the appropriation and the rules of administration and carry out the activities for which the funds have been appropriated.

The state appropriates funds for the universities' teaching, research activities and other activities, including administration and buildings. The intention of the decentralisation has been to promote economic responsibility and to optimise the use of the resources; thus limiting the incentives for inexpedient economic conduct.

The universities can determine their own staffing requirements and the distribution between scientific and non-scientific staff. They must, however, comply with centrally determined rules specified in the decree on employment concerning qualification conditions, employment procedures, and rules concerning the types of positions that the universities may offer. For professors and leading administrative positions in the special wage grades, the ministry continues to control the number of these positions.

The intra-university distribution of resources is to an increasing degree characterised by the principles of *activity steering*. In particular the introduction of the taximeter principle in 1980, which acquired its present form in 1994, increased the share of the university income that varies with activities and student performance.

As a result, the *educational appropriations* (taximeter grant) are directly dependent on the number of full-time equivalent students passing their exams at the individual universities multiplied by the rates provided for in the Supplementary Appropriation Act by the end of the year.

The same applies to most of the *building and rent grants*, where the total number of full-time equivalent students results in a building taximeter grant and the research turnover results in research overheads. For continuing education, and the associated state grants, there is imposed a request for user payment, which increases the universities' incentive to adjust the educations they provide to the actual demand.

Most of the *basic research grants* have been distributed incrementally and concretely between the universities. In recent years, however, part of the grants have been made activity-dependent and distributed according to a model with activity parameters for student production, training of researchers and the ability to attract external research funding.

To a wide extent the grants for *support functions and other purposes* are based on historical facts. This concerns grants to museums, collections etc.

For the part of the universities' activities funded by *other subsidies and operating income* the size of the income depends on the ability to attract subsidies from research councils, the EU, foundations, private donations etc. in competition with other research institutions, and on the ability to sell services on market terms.

## **5. Staffing**

It is crucial to the university reform and the implementation of the new University Act that the managements become strong and are given the necessary freedom to apply better management practice.

The new University Act will not in itself meet this target since the modification of the university staffing relies on the modification of other state rules and on negotiations with Danish Confederation of Professional Associations<sup>4</sup>, for instance the job structure and the decree on employ of scientific university staff and other administrative rules concerning staffing, such as the state budget guidelines.

### **5.1. Current job structure**

The main purpose of the current job structure (1 September 2000) is to specify possible types of jobs that the universities can use for teachers and scientific employees, and to specify the general qualifications required for a particular job category.

The job structure comprises the following full-time positions: *assistant professor* (untenured), *associate professor* (tenured) and *professor* (tenured), filled by researchers whose work comprises research and teaching tertiary educations at the highest academic level. These jobs constitute a complete career path. However, the total number of professorships is determined at central level. In addition, a number of time-limited or part-time jobs place greater emphasis on research activities, educational activities or special jobs within the job structure. Finally, there are a number of clinical jobs and other specialist jobs.

Employees may be granted periods free of teaching activities to be able to carry out comprehensive research tasks or long-term stays abroad or periods free of research activities to undertake special teaching-related tasks. Apart from research, teaching and dissemination of information, the scientific staff may undertake other tasks within the objective of the institution, including administrative tasks and obligations.

### **5.2. Aiming at more flexible terms of employment**

Together with the State Employer's Authority, the Ministry of Science, Technology and Innovation started discussions with the Danish Rectors' Conference that will lead to a proposal for a new, more flexible job structure and employment decree. The proposal will be discussed further with the Danish Confederation of Professional Associations.

On one hand the universities must be able to change fast to ensure attractive career opportunities and good academic environments that may contribute to a smoother sustained generational change at the universities. On the other hand the state must maintain the ability to effectively supervise and follow-up on the grants and legality of the universities' allocation of public funds, jobs etc.

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<sup>4</sup> Danish Confederation of Professional Associations (in Danish "Akademikernes Centralorganisation, AC") trade union for academicians both within the public and the private sector.

### **5.3. Tentative list of proposals and issues**

The following is a tentative list of proposed changes and innovations in the job structure and the employment decrees:

- Simplification and interaction with the new management structure of the universities
- Improved opportunities for recruitment, cultivating talents and career planning
- Openness in the assessment committees
- Decentralised job control

The universities have wanted to achieve freedom in relation to the governmental job control of management positions and positions of wage grade 37 and above; i.e. the quota of professorships which today is controlled jointly by the Ministry of Science, Technology and Innovation and the Ministry of Finance. At the moment, the universities have app. 1,300-1,350 professorships of which app. 200-250 are vacant. In recent years 70-80 new professors have been appointed each year.

The universities have emphasised that certain rules applicable to staff administration are complex and restrict the management of the universities. Some of these rules are, however, rules of a general nature for the public sector in terms of collective agreements and general public laws such as the Public Administration Act etc. Initiatives will be taken to start a dialogue with the universities about the need to adjust and clarify the administrative staff rules.

## **6. Adjustment of educational supply and demand**

The University Act of 1993 delegated the power to decide on establishing and providing educations to the universities subject to the ministry's approval. The new University Act continues this approach and lays down the so-called 3+2+3 structure for bachelor, master (candidatus) and PhD programmes each ending with a degree. Furthermore, the universities' activities are extended to include continuing education, also the new vocational master educations, pursuant to the new Act.

In Denmark the ordinary educational system covers full-time university educations, funded by the state, that admits student with a so-called qualifying exam, i.e. the upper secondary exams. Continuing educations are part-time educations offered to adults in jobs where the state funding is supplemented by charging tuition fees. The new continuing education system for adults provides for new vocational part-time educations at levels that are comparable to those of the ordinary educational system.

### **6.1. University educations in the ordinary educational system**

The 3+2 structure with a 3-year bachelor programme followed by a 2-year master programme was introduced in 1992, but Danish bachelor educations often remain only 3/5 of a master's degree (candidatus). During the 1980s most of the master educations were reduced from 6 to 5 years.

The implementation of the new University Act meets the premises of the Bologna Declaration and paves the road for changing over from the 3+2 structure to the 3-year bachelor programmes followed by 2-year master programmes, where this has not been effected. The following section discusses the process of introducing the new educational structure in Denmark.

#### **6.1.1. Introduction of BA and BSc degrees and the bachelor reform**

Since 1988 the universities have been able to award the degrees of BA (the humanities, theology, social sciences) and BSc (sciences, health sciences), but not in civil engineering after three years of studies at the master educations. The degree was not the outcome of a bachelor education in its own right and was therefore nicknamed the "rubber stamp" bachelor degree.

Most universities have now introduced the 3+2+3 model covering bachelor and master programmes supplemented by a research training (PhD) programme, each ending with a degree. This has given

Denmark a more flexible educational structure, where young people not immediately interested in a 5-year education may complete a 3-year education at university level. A 1993 structural decree also specifies the dual purpose of bachelor educations (professional profile and basis for a master) and entitles the institutions to set admission requirements for the master programmes. The bachelor degree enables students become employed in private or public enterprises or to continue their education either at the same university or at a different university in Denmark or abroad.

The master education (candidatus) is equal to the former master's degree (candidatus) and the new research-training programme (the PhD degree) provides the last link to make a complete structure for the university educations. The research training programme was given a separate decree and hence is not included in the decrees for the individual educations.

The status today is that the 3+2+3 model has been introduced for the following educations: science (1993), social science (1993-1994), humanities: languages for special purposes (1993), the humanities (1995), and theology (2002). The introduction of the model is ongoing for the following educations: health sciences (doctor, pharmacist, dentist) and technology (civil engineer).

It is up to the universities to implement the model in the curricula of individual educations and to promote the bachelor education as an independent high-quality education ending with a degree.

### **6.1.2. Implementing the bachelor reform**

The introduction of the bachelor degree faced considerable opposition from many sides in the university sphere as well as from the students and the private sector, and many bachelor educations remain only 3/5 of the previous master educations. It was feared that the educations would be structured in a way that would limit everybody's possibility of earning a master's degree. In addition, bachelors have so far had great difficulties finding employment on a labour market with a surplus of individuals holding a master's degree and only little wage differences between the two.

A pilot scheme, *job-oriented project modules* for bachelors, was to find jobs for more bachelors by extending the bachelor education by a 6-month internship. Three departments at two universities made use of the scheme, which resulted in almost all the bachelors continuing their education.

The new professional bachelor degree for the medium tertiary educations, provided by non-university educational institutions in Denmark, may weaken the bachelor brand. However, the growing competition among employers to recruit young people may increase their willingness to employ persons holding a bachelor degree.

The implementation of the new University Act suggests a shift in focus from the job opportunities of bachelors to strengthening the academic content and relevance of these educations to ensure genuine implementation of the 3+2 structure. The purpose of the bachelor education is to ensure that the students are academically prepared for several relevant master educations in Denmark or abroad. The idea is to set up a university coordinated scheme at national level for enrolment in master educations.

### **6.1.3. Reform of PhD training**

Within the scope of their disciplines, the universities are to continue to offer 3-year research training programmes at PhD level. In 1993, also the research-training programme was reformed. The reform had a dual purpose:

- to render the Danish research training programme (PhD) competitive from an international perspective and raise it to international standards, and
- to improve the framework of the research training programme in order to produce a higher number of PhD graduates.

A new PhD decree focused on setting up the research-training programme as a genuine education with its own curriculum, including a recommended stay in another research environment in addition to a thesis.

Also the economic basis for study activities and visits were improved and the number of PhD students expanded.

In 1998, the Danish Council for Research Policy was asked to initiate an evaluation of the research-training programme, which was published in January 2000.<sup>5</sup> The main conclusion of the evaluation is that the research training in Denmark should be consolidated in excellent research environments with well-planned and coherent training programmes. These research environments should be held in high international esteem to allow them to attract foreign PhD students.

As a result of the evaluation, the PhD decree has been modified to include greater emphasis on the international nature of the PhD education and tightening the requirements on research environments and curricula. Moreover a high number of doctoral schools have been set up within practically all disciplines, cf. section 5, to ensure that the PhD projects are produced in strong research environments with clearly defined curricula. The Danish Research Training Council, the research councils and the Danish National Research Foundation fund the doctoral schools.

#### **6.1.4. Doctoral degree**

In addition to the PhD degree the Danish university system also offers a more advanced degree than the PhD, the *higher doctoral degree*, such as dr.theol., dr.phil., dr.jur. and dr.med. A university can award this doctoral degree based on a dissertation and following a public defence. The degree is awarded to recognise that the author has demonstrated a high level of academic competence and maturity, and that in writing this dissertation he/she has made a major contribution to science.

The universities can also confer the honourable doctoral degree, dr.h.c. ("honoris causa") to researchers who deserve to be honoured with the highest academic degree on their academic merits.

### **6.2. University education in a continuing educational context**

Since the early 1990s, the Danish universities have developed and offered continuing education programmes. In May 2000, the Danish Folketing passed a number of acts that bind the continuing educations together in a complete and transparent adult educational system.

The main principles of the system are that there must be good and relevant opportunities for continuing education for all, that the adult educations must be at known and comparable levels, and that there must be ample opportunity to bridge educations and educational levels. Work experience and the life experience of the adults play a decisive role in the planning and content of the educations as well as in their profiles and durations.

#### **6.2.1. The adult continuing educational system**

The new adult educational system, which is provided for in the act on vocational directed basic education and tertiary education (the continuing education system) for adults<sup>6</sup>, can roughly be divided into two educational levels:

1. Basic education for adults<sup>7</sup>, which comprises educations that provide the same competence as the ordinary vocational youth educations up to and including the level of vocational training.
2. The continuing educational levels – further adult education, diploma programmes and master programmes – are comparable to the ordinary tertiary educational levels, the short, medium and long tertiary educations, but differ in planning and content.

#### **6.2.2. The three levels of tertiary adult educations**

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<sup>5</sup> The Danish Research Council, *A Good Start. Evaluation of Research Training in Denmark. January 2000.*

<sup>6</sup> In Danish: Lov om erhvervsrettet grunduddannelse og videregående uddannelse (videreuddannelsessystemet) for voksne

<sup>7</sup> In Danish: Grunduddannelse for Voksne (GVU)

The adult educations at the tertiary educational level can provide width or depth, i.e. an academic specialist angle either within or outside of the participant's professional field. The tertiary adult educations rely in content and methodology on the life and work experience of the adults. The adult tertiary educations are primarily organised as part-time educations to make it possible to combine them with full-time employment. They include three levels:

- Further adult education<sup>8</sup> at a level comparable to a short tertiary education in the ordinary educational system.
- Diploma programmes at a level comparable to a medium tertiary education or a bachelor education in the ordinary educational system.
- Master programmes for adults (with a prior master's degree or a relevant diploma) at a level comparable to a long tertiary education, i.e. a master (candidatus) in the ordinary educational system.

The applicant must have not less than two years of relevant work experience and a relevant qualifying degree at a level not inferior to the following:

- For a further adult education: a youth education or a basic education for adults
- For a diploma course: a short tertiary education, an adult further education
- For a master education: a medium tertiary education/professional bachelor education, an academic bachelor education or a diploma course

To ensure academic progression there must be a certain academic relationship between the qualifying education and the education that the applicant wishes to enrol in. Only universities offer the master educations. They are research-based and consist of courses at master level (candidatus) normally equalling 60 ECTS points (up to 90 ECTS points), including a final project of at least 12 ECTS points.

Diploma programmes are research-related educations and primarily offered by a centre for tertiary education. These educations consist of courses at the level of medium tertiary educations or bachelor educations equalling 60 ECTS points, including a final project of at least 12 ECTS points.

The two business schools cover with their two diploma programmes Graduate Diploma in Business Administration (HD), existing since 1924, and Diploma in Business Languages (ED) the major part of the universities' diploma programmes. (See table 6.9).

The further adult educations are development-based educations and mainly offered by professional schools and centres for tertiary education. These educations are composed of courses at the level of short tertiary educations and the content equals 60 ECTS points, including a final project of at least 12 ECTS points.

In order to distinguish between the ordinary masters (candidatus) and the master for adults already holding a master's degree, the term *master for adults* will be used in the remainder of the text.

### **6.2.3. The university portfolio of tertiary educations**

Universities are not obliged to offer continuing education for adults but many universities offer ordinary full-time educations on a part-time basis, and since the mid-1990s, master educations after the same concept as the new continuing educations for adults.

Today, all universities offer master educations. These educations are within all the main areas; the humanities, sciences, social sciences, health sciences, technology and IT, and some educations combine these main areas.

Some universities also offer diploma programmes, in particular the graduate diploma and a few further adult educations. The new act, however, limits the right to offer diploma programmes mainly to the new centres for tertiary education, which are under the jurisdiction of the Ministry of Education.

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<sup>8</sup> In Danish: Videregående voksenuddannelse (VVU)

In the future the universities are to offer research-based continuing adult educations, including the master educations, in addition to the ordinary bachelor and master (candidatus) educations they Offer as full-time programmes.

### **6.3. Procedures for approval of university educations**

Pursuant to the new Act it is up to the individual university to decide which educations it wants to offer. However, the Minister for Science, Technology and Innovation must approve the educational portfolio of a university including: the overall economy, an evaluation of the quality of the proposed education in relation to its relevance to society, accreditation in relation to formal requirements by the state and the universities' priority to establish a sustainable academic environment.

The ministry must approve new educations and determines the taximeter ranking as recommended by the university, in order to control its overall economy. Educational grants are activity dependent and calculated on the basis of the university's expected annual intake of students and the final taximeter ranking, which also concerns the teaching grant, administration/operations grant, open university grant and the building grant.

The academic content and quality is decided by the competent bodies of the university, i.e. the study board and faculty council, which are also responsible for updating and developing the quality of the education on a regular basis.

The university must state the *relevance to society* of proposed new educations relative to the prospects on the labour market, in consultation with relevant employers.

The education proposal must verify that a good *sustainable academic environment* can be established with a sufficient number of researchers to undertake the teaching activities and provide the research environment supporting the education. It is important that the education is expected to attract a certain number of students. Very small classes mean poor economy and often unsatisfactory study environments leading to higher dropout rates, protracted studies and poor utilisation of the resources granted to the universities.

Consequently, the ministry's evaluation of a proposed education also comprises an assessment of comparable offers by other universities to safeguard the existence of the required solid research basis and the required student basis.

## **7. Access and enrolment**

The admission procedure to university educations consists of three elements:

- Centrally determined rules specifying obligatory admission requirements, such as a qualifying exam.
- Determination of the capacity of the annual intake, i.e. the number of student places.
- Admission control to match the number of applications and capacity.

As a main rule, there is free intake at the universities in consideration of these three elements.

The obligatory admission requirements are specified in decrees often combined with specific terms of minimum levels and results (grades) in specific subjects at the qualifying exam from an upper secondary school. Since 1995 it has been a requirement that the newly admitted students must be able to satisfy the initial requirements for the individual education from the start, before applying for admission.

Between 1977 and 1991 a maximum annual intake capacity was specified for tertiary educations in the form of central rules on the selection of applicants. Before 1977 there was unrestricted access to the multi-faculty universities but specific admission requirements to the single-faculty universities aimed at specific professions.

In 1991 a new joint admission system for tertiary educations introduced two quotas for the student places regulated by central rules:

- *Quota I*, in which students were admitted according to their average grade in the qualifying exam, if relevant supplemented by requirements to specific subjects.
- *Quota II*, in which students were admitted according to other qualifying criteria as specified by the institutions, which make individual assessments. The other qualifying criteria supplementing the qualifying exam could for example be supplementary upper secondary school subjects, other educations, relevant work experience or stays abroad.

In 1995 the educational institutions were left to determine their own admission procedures for all student places but in 1999 the central determination of quotas for each education was reintroduced. Today all universities adhere to the coordinated application scheme<sup>9</sup>, which distributes the student places according to centrally determined access criteria.

## 8. The former educational councils for the tertiary educations

Since the 1980s, the Minister of Education has relied on an advisory system lately called *educational councils for the tertiary educations*. But in 2003, the councils were replaced by *Dialogforum* joining together the providers, employers and users of the university educations. The ministry intends to hold regular bilateral meetings with each of the permanent participants in the forum. In addition, there will be a common meeting dedicated to a particular theme once a year for all participants in the forum.

Since Dialogforum has just recently become active a short description of the former five educational councils is given below.

The educational councils covered the main areas: The humanities, natural science, social sciences, health sciences and technology and provided the minister with objective academic advice on aspects from the top down (for short, medium and long tertiary educations) and across the disciplines of the tertiary educational system.

The Minister of Education appointed the academic members of the councils for 4-year terms, and students recommended by the student unions were appointed for 2-year terms. A total of nine members were appointed, on their personal merits. The activities of the councils were set out in the charter of 1 August 2001 issued by the Minister of Education. Pursuant to article 2 of this charter, the councils should:

- provide the ministry with advice on educational policy issues of a general nature,
- follow the national and international development of the educational system,
- follow the trends of the labour market,
- launch analyses etc. to be included in the political decision-making process, including proposing evaluations of educational areas,
- provide the ministry with advice on the general aspects of organising and coordinating educations, and the interaction and relationship of the educations from the top down and across disciplines,
- contribute to the development of the quality of the educations and the teaching, and
- provide the ministry with advice in relation to specific questions.

As set out in article 4 of the charter, the chairmen of the education councils constituted a Presidency that should:

- coordinate the activities of the councils and propose major tasks involving two or more councils, and
- contribute to the cross-disciplinary cooperation.

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<sup>9</sup> In Danish: Den koordinerede Tilmelding